

Message Text

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ACTION NEA-10

INFO OCT-01 ISO-00 SS-15 SP-02 PER-01 SIG-01 A-01
MMO-01 EB-08 SCA-01 IO-13 INR-07 PM-04 CU-02
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FM AMCONSUL JERUSALEM
TO SECSTATE WASHDC 8832

C O N F I D E N T I A L SECTION 1 OF 2 JERUSALEM 480

E.O. 11652: GDS
TAGS: AMGT, PFOR, XX
SUBJECT: ANNUAL POLICY AND RESOURCE ASSESSMENTS

REF: STATE 38356

I - POLICY ASSESSMENTS

A. U.S. INTERESTS

AS JERUSALEM IS AT THE GEOGRAPHIC HEART OF THE ARAB-ISRAELI
CONFLICT IT IS APPARENT THAT THE OVER-RIDING LONG TERM U.S.
INTEREST IN THIS CONSULAR DISTRICT (JERUSALEM AND THE WEST BANK)
IS TO SEE A JUST AND LASTING SETTLEMENT OF THIS CONFRONTATION
WHICH HAS DOMINATED THE MIDDLE EAST (AND, PERIODICALLY, WORLD
POLITICS) FOR A GENERATION. ALL OTHER U.S. INTERESTS IN THIS
AREA ARE OVERSHADOWED BY THIS FUNDAMENTAL PROBLEM. THE CON-
SULATE GENERAL, ALTHOUGH AN INDEPENDENT POST, IS NOT ACCREDITED
TO ANY "HOST GOVERNMENT" GIVEN THE UNRESOLVED STATUS OF
JERUSALEM AND THE WEST BANK. BECAUSE OF THESE UNIQUE CIRCUM-
STANCES, THIS REPORT IS CAST IN A SOMEWHAT DIFFERENT MANNER FROM
REPORTS FROM REGULAR DIPLOMATIC MISSIONS.

IF THE PRIMARY U.S. INTEREST IN THIS AREA IS TO ASSIST
IN ALL APPROPRIATE WAYS TO FACILITATE A MIDDLE EAST
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SETTLEMENT, THERE ARE ALSO OTHER INTERESTS WHICH ARE TO BE
PURSUED IN THE MEANTIME:

--- TO PREVENT THE OUTBREAK OF RENEWED ARAB-ISRAELI
HOSTILITIES WHICH MIGHT LEAD TO AN US-USSR CONFRONTATION
AND ANOTHER OIL EMBARGO.

--- TO HELP PREVENT PROVOCATIVE ACTIONS AND DAMPEN

TENSIONS BETWEEN THE ANTAGONIST OF THE AREA.

--- TO ACT TO DISCOURAGE TERRORIST ACTIVITIES WITHIN THE REGION.

--- TO TAKE INTO ACCOUNT THE LEGITIMATE INTERESTS OF THE PALESTINIANS INCLUDING THE PROVISION OF A HOMELAND.

--- TO ASSIST IN THE ECONOMIC DEVELOPMENT OF THE REGION.

--- TO FOSTER RESPECT FOR HUMAN RIGHTS AND ADHERENCE TO ALL HUMAN RIGHTS OBLIGATIONS, ESPECIALLY THOSE CONCERNING THE TREATMENT OF CIVILIANS LIVING UNDER MILITARY OCCUPATION.

--- TO ADVANCE U.S. COMMERCIAL INTEREST IN THE AREA.

--- TO FURTHER U.S. CULTURAL INTERESTS IN THE AREA.

B. OVERVIEW

ASIDE FROM THE DEVELOPMENTS IN THE AREA WHICH ARE CAUSED BY THE ACTIONS OF ISRAEL OR ARAB COUNTRIES, (INFLUENCED ON OCCASION BY THE US AND OTHER OUTSIDE POWERS), I BELIEVE THAT THE MAJOR FACTORS AFFECTING U.S. INTERESTS IN THIS CONSULAR DISTRICT WILL BE ACTIONS AND POLICIES OF THE PALESTINIANS THEMSELVES. IN A WORLD OF OVER 150 INDEPENDENT COUNTRIES WHICH HAS EMERGED FROM THE OLD COLONIAL SYSTEM OF A GENERATION AGO, THE CURRENT STATUS OF THE WEST BANK IS ANOMALOUS. ABOUT 750,000 INHABITANTS - MAINLY WELL-EDUCATED AND INDUSTRIOUS - LIVE UNDER MILITARY OCCUPATION AND HAVE NO MEANS OF GOVERNING THEMSELVES IN THE PRESENT NOR DETERMINING THEIR FUTURE DESTINY. THE QUESTION REMAINS "WHO SPEAKS FOR THE PALESTINIANS" AND WHAT DO THE PALESTINIANS WANT?

SIMPLY PUT, MOST WEST BANK PALESTINIANS WANT TWO THINGS:

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THE END TO ISRAELI OCCUPATION AND THE ESTABLISHMENT OF AN INDEPENDENT ENTITY IN ITS PLACE, WHICH WOULD ALLOW THE INHABITANTS TO CHOOSE FOR THEMSELVES A FUTURE STATUS. THE DEPARTMENT IS WELL AWARE OF THE OBSTACLES TO THESE WEST BANK OBJECTIVES.

MOST WEST BANKERS PRESENTLY PUBLICLY VOICE SUPPORT FOR THE PLO AS THEIR "SPOKESMAN". HOWEVER, IT IS CLEAR THAT THERE ARE OTHER CURRENTS ABROAD IN THE WEST BANK, RANGING FROM PRO-JORDANIAN SENTIMENT TO A LATENT DESIRE FOR MORE INDIGENOUS LEADERSHIP. CERTAINLY ONE OF THE CONTRIBUTIONS WE WILL MAKE FROM THIS POST IS TO CONTINUE REPORTING ON THE TRENDS AND ATTITUDE IN WEST BANK THINKING WHICH WOULD BE PERTINENT FOR U.S. POLICY MAKERS.

THE FUTURE EVOLUTION OF THE WEST BANK IN THE NEAR TERM IS ALMOST CERTAINLY GOING TO BE DETERMINED BY THE INTERACTION OF ISRAEL, THE ARAB STATES AND THE PLO WITHIN THE CONTEXT OF MIDDLE EAST DISCUSSION AND NEGOTIATIONS, BE THESE MULTI-LATERAL OR BI-LATERAL. GIVEN THE ISRAELI OCCUPATION

AND THE SUPPORT OF THE ARAB STATES FOR THE PLO, IT IS NOT EASY AT PRESENT FOR THE WEST BANKERS TO EXPRESS FULLY AND PUBLICLY THEIR VIEWS OR TO HAVE A SIGNIFICANT ROLE IN SHAPING DIRECTLY THEIR OWN FUTURE. THE U.S., FAITHFUL TO ITS CONCERN FOR SELF-DETERMINATION AND HUMAN RIGHTS THROUGHOUT THE WORLD, SHOULD EVENTUALLY BE PREPARED TO ASSIST THE PEOPLE IN THE WEST BANK TO PARTICIPATE IN DECISION REGARDING THEIR OWN FUTURE, AS DIFFICULT AS THIS WILL BE.

C. OBJECTIVES, COURSES OF ACTION AND ISSUES

AS MENTIONED EARLIER, THE CONSULATE GENERAL IN JERUSALEM HAS A UNIQUE STATUS BEING AN INDEPENDENT POST AND NON-CONSTITUENT POST IN THE TERRITORY CLAIMED BY THE EMBASSY'S HOST COUNTRY AS ITS CAPITAL AND WITH THE EMBASSY LOCATED IN ANOTHER CITY. I BELIEVE OUR CHIEF MISSION IS TO SYMBOLIZE THE LONG-STANDING U.S. POLICY TOWARD JERUSALEM

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AND THE OCCUPIED TERRITORIES AND TO REPRESENT U.S. INTERESTS IN THE CITY OF JERUSALEM AND, SINCE 1967, IN THE ISRAELI-OCCUPIED WEST BANK. OUR PRESENCE AND ACTIONS IN JERUSALEM ARE CLOSELY SCRUTINIZED BY ISRAEL, THE ARABS AND OTHER COUNTRIES AND GROUPS WHICH ARE INTERESTED IN THE MIDDLE EAST.

TO FULFILL THAT MISSION, THIS POST CONTINUE TO PERFORM THE NORMAL FUNCTIONS OF A FOREIGN SERVICE POST - POLITICAL AND ECONOMIC REPORTING AND ANALYSIS, SUPPORT FOR U.S. COMMERCIAL INTERESTS, PROVISION OF CONSULAR SERVICES AND MODEST PROGRAMS IN THE FIELDS OF CULTURE AND AID.

UNTIL THE STATUS OF JERUSALEM AND THE OCCUPIED WEST BANK IS MORE PERMANENTLY DETERMINED, PRESUMABLY IN CONNECTION WITH AN OVERALL SETTLEMENT FOR THE MIDDLE EAST, IT IS NOT POSSIBLE, IN THE CONVENTIONAL SENSE, TO FORMULATE INDEPENDENT SPECIFIC POLICY OBJECTIVE OR COURSE OF ACTION FOR THIS CONSULAR DISTRICT. THROUGHOUT THE PAPER WE HAVE ASSUMED THAT THE MOST LIKELY SITUATION OVER THE NEXT ONE OR TWO YEARS WILL BE A CONTINUATION OF THE CURRENT STATUS OF JERUSALEM AND THE WEST BANK AND THEREFORE I BELIEVE OUR MISSION WILL STAY FAIRLY MUCH AS OUTLINED ABOVE.

I SEE OUR PRINCIPAL OBJECTIVES AS PROVIDING AN AMERICAN PRESENCE TO:

- SERVE AS A LISTENING POST FOR POLITICAL AND ECONOMIC DEVELOPMENT IN JERUSALEM AND THE WEST BANK, IDENTIFY AND ANALYZE TRENDS;
- PROVIDE A TOKEN OF U.S. SYMPATHY AND SUPPORT FOR

THE LEGITIMATE INTERESTS OF PALESTINIANS ON THE
WEST BANK BY SUCH THINGS AS MODEST CULTURE AND
AID PROGRAMS;
--- KEEP IN TOUCH WITH THE CHIEF COORDINATOR OF THE UN
TRUCE SUPERVISORY ORGANIZATION AND HIS STAFF WHICH
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IS LOCATED IN JERUSALEM;
--- PROVIDE THE FULL RANGE OF CONSULAR SERVICES TO
U.S. CITIZENS AND FOREIGNERS;
--- PROMOTE U.S. COMMERCIAL INTERESTS.

BECAUSE OF THE SENSITIVE NATURE OF THIS POST AND THE
CURRENT STATUS OF OUR CONSULAR DISTRICT UNDER ISRAELI
CONTROL, I AM AWARE OF THE NEED TO COORDINATE CLOSELY OUR
ACTIVITIES WITH THE AMBASSADOR AND HIS STAFF AT THE EMBASSY IN
TEL AVIV AND WILL CONTINUE TO DO SO.

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R 311430Z MAR 77
FM AMCONSUL JERUSALEM
TO SECSTATE WASHDC 8833

C O N F I D E N T I A L SECTION 2 OF 2 JERUSALEM 480

II - RESOURCE ASSESSMENTS

A. STATE

ALTHOUGH THE CONSULATE GENERAL IS AN INDEPENDENT POST,
FOR ADMINISTRATIVE PURPOSES IT IS LINKED WITH EMBASSY TEL
AVIV. (EMBASSY TEL AVIV IS PREPARING A PARA WHICH
WILL INCLUDE INFORMATION ON THE ADMINISTRATIVE SUPPORT FOR
THIS POST.) THIS POST IS COMPOSED OF TWO OFFICE BUILDINGS -

ONE IN EAST JERUSALEM AND THE OTHER IN WEST JERUSALEM
THUS PROVIDING SYMBOLIC PRESENCE IN BOTH THE FORMERLY
JORDANIAN-ADMINISTERED PART OF THE CITY AS WELL AS WHAT WAS
THE ISRAELI SIDE OF THE CITY BEFORE 1967.

THE CONSULATE GENERAL PERFORMS ALL OF THE USUAL FUNCTIONS
OF A CONSULAR POST, POLITICAL, ECONOMIC/COMMERCIAL, CONSULAR
AND ADMINISTRATIVE WITH A STAFF OF NINE U.S. OFFICERS, FOUR
U.S. COMMUNICATORS, TWO U.S. SECRETARIES AND 23 FOREIGN
SERVICE LOCALS.

THE CONSUL GENERAL AND HIS DEPUTY (WHO ALSO DOUBLES
AS THE CHIEF OF THE POLITICAL-ECONOMIC SECTION) ARE
RESPONSIBLE FOR OVERALL EXECUTIVE DIRECTION OF
THE POST. THERE IS ONE POLITICAL OFFICER, WHO HAS
PRIMARY RESPONSIBILITY FOR THE POLITICAL REPORTING AND ONE
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ECONOMIC/COMMERCIAL OFFICER WHO IS RESPONSIBLE FOR THE
ECONOMIC/COMMERCIAL FUNCTION.

THE CONSULAR SECTION IS THE LARGEST COMPONENT OF THE
POST WITH FOUR OFFICERS (ONE OF WHOM IS A JUNIOR OFFICER
SERVING IN A PART-TIME ROTATIONAL BASIS IN ECONOMIC/COMMERCIAL
WORK). THE DEPARTMENT HAS RECOGNIZED THE INCREASING CONSULAR
WORK LOAD OVER THE PAST SEVER YEARS BY AUTHORIZING A
NEW CONSULAR OFFICER POSITION IN FY 76. TO DIRECT THE
ADMINISTRATIVE SUPPORT OF THE POST, THERE IS ONE U.S. OFFICER
SERVING AS ADMINISTRATIVE OFFICER. UNDER HIM, THERE ARE
FOUR U.S. STAFF PERSONNEL COMPRISING THE COMMUNICATIONS
SECTION. THERE ARE TWO AMERICAN SECRETARIES TO SUPPORT THE
NINE OFFICER AT THIS POST.

THERE ARE NO REGIONAL OFFICES OF ANY KIND AT THIS POST.

B. OTHER AGENCIES, PROGRAMS AND RESOURCE LEVELS

ALTHOUGH THERE ARE NO OTHER-THAN-STATE PERSONNEL AT
THIS POST, WE VALUE HIGHLY THE SMALL AID PROGRAM FOR THE
WEST BANK (\$3 MILLION IN FY 1977) AND THE SUPPORT WHICH
USIA PROVIDES TO FURTHER OUR CULTURAL OUTREACH. THE AID
PROGRAM IS OF NECESSITY CHanneled THROUGH VOLUNTARY
AGENCIES OPERATING ON THE WEST BANK AND IS MONITORED BY
POST PERSONNEL - I SEE NO NEED FOR THE ASSIGNMENT OF FULL
TIME AID PERSONNEL TO THE POST BUT WELCOME THE USE OF TDY
PERSONNEL FOR SPECIFIC PURPOSES FROM TIME TO TIME AS
NEEDED. REGARDING USIS, WE WELCOME THE SUPPORT PROVIDED
BY THE AGENCY IN TERMS OF MATERIAL AND PROGRAM ASSISTANCE
INCLUDING USE OF TDY PERSONNEL AS REQUIRED.

IN BOTH THE CASE OF AID AND USIA, THE POST WORKS CLOSELY
WITH WASHINGTON PERSONNEL AND SUBMITS PROGRAM COMMENTS AND
RECOMMENDATIONS FREQUENTLY. IN ORDER TO ENSURE THE CONTINUED
RECOGNITION OF THE NEEDS OF THIS POST IN THE CULTURAL FIELD,
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I RECOMMEND THAT CU IN CONJUNCTION WITH USIA DEVELOP A
SEPARATE LINE ITEM FOR THE CULTURAL AFFAIRS PROGRAM IN
JERUSALEM FOR FUTURE BUDGETS BEGINNING WITH FY 1978. THIS
MATTER HAS BEEN DISCUSSED ALREADY WITH WASHINGTON PERSONNEL
TO WHOM WE HAVE UNDERScoreD OUR CONCERN THAT, IN THE PAST,
OUR UNIQUE STATUS AS AN INDEPENDENT POST HAS TENDED TO BE
OVERLOOKED AND CONSEQUENTLY WE HAVE NEVER HAD A SEPARATELY
BUDGETED PROGRAM AS ALL OF OUR EMBASSIES IN THE REGION HAVE.

III. STATE PERSONNEL RECOMMENDATIONS

A. REPROGRAMMING

GIVEN THE MINIMAL SIZE OF THE AMERICAN STAFF, THE POST
HAS LITTLE FLEXIBILITY FOR REPROGRAMMING ANY
OF THE PRESENT POSITIONS. IN LINE WITH THE FINDINGS OF THE
FOREIGN SERVICE INSPECTORS, IN THE SUMMER OF 1976, I SEE NO
POSSIBILITY FOR REPROGRAMMING ANY OF THE PRESENT POSITIONS.

B. INCREASES/DECREASES

AT THE PRESENT ITME ASSUMING NO CHANGE IN THE STATUS OF
EITHER JERUSALEM OR THE WEST BANK, I SEE NO NEED FOR INCREASES
OR DECREASES IN OUR STAFF FOR EITHER THE REMAINDER OF FY 1977
OR FY 1978. HOWEVER IN OUR CONSULAR SECTION WE HAVE
EXPERIENCED A 35 PERCENT INCREASE IN TOURIST-RELATED CONSULAR
SERVICES IN 1976 AND A 40 PERCENT INCREASE IN OTHER CONSULAR
FUNCTIONS OVER THE PAST 2 YEARS. IF SUCH TRENDS CONTINUE WE
WILL NEED ONE NEW FSL CONSULAR POSITION IN FY 1979. AS DIRECTED
BY THE PARA INSTRUCTIONS, WE WILL PROVIDE THE FULL STATISTICAL
JUSTIFICATION FOR THIS POSITION IN OUR CONSULAR PACKAGE LATER
IN THE CYCLE.

∴ MISSION STAFFING CHART - CURRENT FY 77

AGENCY/	AMER.	-.34.	FSL	FSL
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FUNCTION	OFFS.	STAFF	PROFES.	STAFF
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STATE

EXECUTIVE	Q	1	
POLITICAL	2	1	1
ECON/COM'L	1		
ADMIN	1		12
COMMUNICATIONS	4		
CONSULAR	4		11

"POLITICAL INCLUDES DEPUTY PRINCIPAL OFFICER

"ADMIN AND COMMUNICATIONS" - CORE POSITIONS

MISSION STAFFING CHART - PROJECTED FY 79

AGENCY/

FUNCTION	AMER.	AMER.	FSL	FSL
	OFFS.	STAFF	PROFES.	STAFF

STATE

EXECUTIVE	1	1	
POLITICAL &	2	1	1
ECON/COM'L	1		
ADMIN #	1		12
COMMUNICATIONS#	4		
CONSULAR	4		12

& INCLUDES DEPUTY PRINCIPAL OFFICER

#CORE POSITIONS

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